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ABSTRACT

Education is a necessary investment in the modern state since it is the key to overall national development. Its two parts consist of formal and out-of-school education. The first includes the regular classroom--primary, secondary, technical, and university education. The second consists of nonformal education and training. Economic development is the increasing per capita, the volume quality, and range of economic goods and services at diminishing or constant real costs. It also includes political and social progress. A sound philosophy of education is necessary for an effective educational system. Education must meet the needs of both urban and rural communities. Rural development may be enhanced through various forms of out-of-school education, such as national youth service training, correspondence education, extension, adult, and continuing education programs. The use of educational media is important. Allocation of educational resources may be achieved through an integrated and team approach to national development planning. (CK)

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OUT-OF-SCHOOL EDUCATION FOR RURAL DEVELOPMENT IN AFRICA

by

E. A. Tugbiyele

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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OUT-OF-SCHOOL EDUCATION FOR RURAL DEVELOPMENT IN AFRICA*

The Key to Development: In the modern state, education is not merely a social service. It is a necessary national investment; for it is the key to overall national development. But education has two "legs" neither of which it can afford to lose. Just as a person will find it difficult to walk on one leg, so will education without either of its two legs experience difficulties in performing the functions normally expected of it. Education's two legs consist of (i) formal and (ii) out-of-school education.

By formal education we mean the regular classroom primary, secondary, technical, and university education. As its name implies, out-of-school education consists of the non-formal education and training, sometimes referred to as extra-mural or continuing education. It includes out-of-classroom youth education for school children and University students, literacy education, remedial education for drop-outs, technical and vocational training, extension services, health education, community development and continuing education at all levels and for various categories of people including top executives in Government, industry and labour, etc. Out-of-school education is a neglected aspect of education. Often, it is looked down upon. When given, it is done on an ad hoc basis.

According to Archibald Callaway,[1] it may be grouped into three categories:

(i) preparation for occupations e.g. carpentry, goldsmithing, cloth weaving, tailoring, mat making, raffia making etc.

(ii) on-the-job training; and

(iii) education for community improvement. This according to Callaway, may mean creating receptivity to change.

The Concept of Development: Before we examine our main subject further, perhaps we should clarify what we mean by development. By "economic

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The Concept of Development: Before we examine our main subject further, perhaps we should clarify what we mean by development. By "economic development", we mean "increasing per caput, the volume, quality and range of economic goods and services at diminishing or constant real costs". Or even "where there is no increase in output per head or in the quality and range of goods and services, if there is going on meanwhile a process which will lead to such results but whose effects are not yet quantifiable, we would be justified in saying that the economic development process has already begun"(Godfrey Lardner). For the purpose of this paper, we must add right away that development must also include political and social progress.

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*Text of a paper presented at the AFRICAN ADULT EDUCATION CONFERENCE, Dar es Salaam, Tanzania, 19 - 24 April, 1971.

Indeed, development is an amorphous term. For example, more education per se may not necessarily lead to development. In a plural society, education may only produce "ethnic modernization" (or even "communal modernization") with each ethnic or communal group struggling - even at the risk of injuring or destroying other groups - for the posession of all or the major part of the so-called national or state "cake". Education must therefore include the development of the right values by every section of the community - children, youths, and adults throughout the country. This involves the development of the right attitude to work, to national issues as well as the right values about food, dress, housing, personal and community health, rights and duties as citizens, etc. For our purpose, education must include knowing how to use the material culture that may be provide e.g. latrines or toilets, telephones, pipe-borne water, markets, roads, bridges, polished tables and chairs and even the ubiquitous transistor radios. Education to up-date and up-grade the knowledge, skills and techniques of all citizens is also a necessity.

On the question of development, we should be able to know when it takes place. Our goal for our rural communities is to make them good communities. "A good community is a place that people like living in because it provides the conditions in which they can lead satisfying lives."[2] Batten suggests that an important criterion for success in this matter is whether our efforts make more people satisfied with living where they do.[3] We accept this as a good criterion while also remembering that a perfectly contented community is not a developing community. On the contrary, it may be a static community. We should also warn that the tendency on the part of many a Government to satisfy only the material, to the neglect of non-material, needs of rural communities is dangerous and self-defeating.

The Importance of a Good Philosophy of Education: We have stressed that in many countries, out-of-school education is regarded as marginal education. This leads us to the importance of an effective education system. It is a vicious circle. We would never have an effective educational

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The Importance of a Good Philosophy of Education: We have stressed that in many countries, out-of-school education is regarded as marginal education. This leads us to the importance of an effective education system. It is a vicious circle. We would never have an effective educational system unless we have a sound philosophy of education. Our educational philosophy will determine the goals we set. We may then ask, what should be our goals of education for our rural communities? What is our concept of development and progress for our rural areas? What types and levels of education do we need? To whom and by whom should each be given? Where shall we find the financial and human resources?

Determining and Meeting National Objectives: In any modern country worth its name, there must be some well-defined national objectives, the attainment of which will ensure economic and social progress, political stability and the general bettermend of the total population.[4] Unfortunattely, either due to lack of well-defined national objectives or due to ineffective execution of the national plan, there is a tendency on the part of many a

country to concentrate on development programmes in the urban areas at the expense of rural communities, and in the long run, at the expense of urban communities themselves! Worse still, there is the tendency to concentrate on formal education to the utter neglect of out-of-school education. These lapses lead to lop-sided development and dis-equilibrium which must result in tensions, disintegration and frustration and which may result in resentment or in the usual drift to the cities, or worse still, in aggression and open hostility and resistance to constituted authority. We face this danger in many parts of Africa. Over 80% of our people live in rural areas. Formal education alone can only drive them to the cities and result in the growing urbanisation problems which are now noticeable in our cities throughout the continent.

Behind every plan, there must be a sound philosophy, and aims and objectives must be clearly defined. It is on these that future evaluation will (and must) take place. We cannot over-stress one simple, but often forgotten, fact; namely, that "a successful educational plan is one that does not remain on paper, but is carried out speedily and efficiently".[5]

Developing the Whole Community: Education must meet the needs of both urban and rural communities. It must also cut across all levels. For rural communities in particular, out-of-school education is a must. Since rural communities are inescapably inter-related with urban areas, uniform standards of education at all levels must be maintianed throughout the nation. For example, scientific and technological education must be given in rural areas. Otherwise, our urban areas will merely constitute "cases" of development. Modernization and modern techniques in agriculture and health must be introduced into the rural areas. We are told by demographers that by 1984, the population of Africa is likely to increase by over 50% over what it was in 1964 i.e. from 261 million to nearly 400 million. There is the danger that the rate of population growth will

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Forms of Out-of-School Education: Rural Development may be enhanced through various forms of out-of-school education. In order to save some space, these will only be enumerated with the hope that we may discuss them during the discussion period:

(i) National Youth Service Training. This may be a two-year integrated scheme of work and training. It can be used to create

a pool of trained (and possibly armed) manpower. It may also be used to check unemployment among school leavers, especially those from rural areas. One advantage of the scheme is that every citizen has equal opportunity for some general or technical education. Besides, the youth contributes in practical terms to national productivity. It is indeed an important form of education for national unity.[6]

(ii) Correspondence Education. Because of the heavy expense and the economies of scale involved, this should be taken up at the national level. In Switzerland, for example, there is a National Correspondence School for Primary and Secondary Education and a Technical Correspondence Institute which teaches higher technical subjects. Both are heavily subsidized. Provision for national correspondence schools at various levels will be a great leap forward in providing out-of-school education for young school leavers and adults. No doubt, this will reduce the influx of ambitious youths to the cities. Many of our villages are deserted because chances for educational self-improvement in them are minimal or non-existent. A modified system of correspondence education - i.e. correspondence by newspaper - has been tried with some success in Uganda,[7] and this Conference may wish to discuss the progress and possibilities of the project. Library services (small and local libraries, art galleries and museums) also have their own functions.

(iii) Extension, Adult and Continuing Education Programmes: These may be vocational, technical or liberal education. In many rural

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(iii) Extension, Adult and Continuing Education Programmes: These may be vocational, technical or liberal education. In many rural communities, emphasis must be on literacy, with serious concern for work-oriented functional literacy. In any case, literacy education should not be limited to reading and writing. It must be geared to social and economic development. Continuing education may be geared to promoting improved agricultural methods and practices or improved methods of small-scale industries or management of small business. In some States in Nigeria, the supervised credit scheme has been tried with great success. Through this system, Government gives loans to small and medium-sized "industrialists" and farmers. Technical assistance and management training are also provided. This scheme should prove beneficial to arts and crafts makers, metal workers, wood carvers, textile dyers, village carpenters, pottery makers, and other local "entrepreneurs".

The Use of Educational Media: In almost any form it takes, out-of-school education can be boosted by the use of such media as films and filmstrips, radio, posters, tapes, tape recorders, etc. To facilitate the promotion of education, basic infrastructure of national development must also be provided in the rural areas. Bu this we mean the roads, bridges, and even electricity, water and telecommunications. But all these are expensive: However, we must emphasize that lop-sided development of any nation is worse than lack of development in any part of it.

Out-of-School Education for Whom? The simple answer to this question is obvious - it is two words, "FOR ALL". But this may appear as begging the question. The Ghana Commonwealth Conference on Education In Rural Areas identified four categories of people:[8]

(i) The un-schooled - those who have never been to school. For this group, literacy (or preferably, work-oriented functional literacy) must be given high priority.

(ii) The early drop-outs - those who had been to school but had not completed Primary Education - Among these we must step up programmes of pre-vocational education and training;

(iii) Those at school - those who, although receiving formal education would benefit from out-of-school education and training, both from their own point of view and from that of the community. For them we should promote programmes that will generate the community development spirit e.g. Youth Clubs, Scouting, Young Farmers Clubs etc.;

(iv) The school leavers - those who completed a fixed level of schooling but are unable to find satisfactory employment.

For the purpose of this paper we should add a fifth category: namely, all adults with needs for continuing education in their professions, and for civic education, community service and general education.

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Allocation of Resources: By now, perhaps most of us would agree that out-of-school education for rural development is not only a desirability but that it is also a necessity for overall national development. We would also agree that as adult educators and in our own enlightened self-interest, we must do something positive about it. We must also agree that the provision of formal education alone in our rural communities - and even in urban communities as well - could prove more disastrous for the nation than providing no education at all. After all, today's national problems will not wait till our youths in the schools, colleges and universities are out. The youths too should be taught how to meet the current problems of the nation, even while many of them are still in school.

In our development planning, how rational have we been in the allocation of resources? Most Governments in Africa spend between 20% and 45% of their revenues on education. Of these huge amounts, what percentage goes to out-of-school education? If we were more rational, what percentage should really go to it? In a recent study of literacy in Nigeria, the following was discovered from returns from seven States:

State Code	A	B	C	D	E	F	G
% of Literate Population	5	16	16.5	33.3	11	23	20
% Allocated to Literacy out of Total Allocation to Education	?	1.1	?	1	1.25	?	2.7

From Returns Submitted to the Nigerian National Commission For Unesco in Connection With The World Literacy Day, 8 September, 1970.

The above shows a pathetic picture of literacy education in Nigeria. But although there are no figures to back me up, I dare say that other aspects of out-of-school education do not fare as well. In a recent article, Professor Ayo Ogunsheye gave the percentage of the total educational budget allocated to adult education as 6%[9]. He also hinted that the United States of America and the Soviet Union spend as much as

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Achieving the Desirable Allocation of Resources: Let us consider this from two aspects - getting morefunds for education as a whole, and getting a reasonable percentage of what ever we can get for education for out-of-school education:

Our Approach: Emphasis must be on integrated and team approach to national development planning. The planning team should therefore consist not only of economists and educationists, but also of agriculturists, engineers, etc. All Ministries (or Departments) of Government as well as voluntary bodies and the Universities must be involved in planning

out-of-school education for rural development. From almost every Ministry's vote, a reasonable percentage should go to out-of-school education e.g. Ministries of Health, Community Development, Public Works and Housing, etc. A co-ordinating machinery must also be designed. In the process, national priorities for rural and urban areas of the country will be decided.

In our technological age, out-of-school education can no longer be regarded as a luxury for youths or for the illiterate masses only. It must be provided for all persons at various levels and by various agencies - voluntary agencies, local Authorities, Government Corporations, State Governments and National Governments. While the National Government may provide basic infrastructure of development throughout the country, State or Provincial Governments could subsidize farmers, arrange supervised credit schemes and special training programmes. At every level, out-of-school education should be related to economic and social objectives e.g. "increase of manpower output, production of foodstuffs, industrialisation, social and professional mobility, creation of additional manpower, diversification of the economy", developing positive values and attitudes, etc.

Let us repeat that the Universities and other institutions of higher education should also be involved. Adequate arrangements for evaluation of out-of-school education and training programmes should be made from time to time at local, district and national levels. Such evaluation should include not only the economic, but also the social, political and cultural changes in order to ascertain the relative cost effectiveness of programmes.

Taxation Policy: At the National and State or Provincial levels, Government may use special taxation techniques such as tax incentives to public and private enterprises engaged in approved out-of-school education and training projects to promote the overall national objective.[11] The April, 1970 European Round Table on "Integration of Literacy Programmes

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Legislation: Legislation by National, State (or Provincial) Governments may be made to find funds. For example, industries may be required to spend a given minimum percentage of their profits on education and training. This part of the company's income will, however, be tax free. In 1959, the United Arab Republic went to the extent of making it the responsibility of business enterprises to wipe out illiteracy among their workers. Someone has said, "illiterate women are dangerous women". I

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think we would agree that illiterate men are just as dangerous if not more. You may also wish to examine the desirability or necessity for legislation of this type in achieving our national objectives.

National Commissions (or Committees) on Out-Of-School Education: In closing, I would suggest the establishment of National Commissions. Out-Of-School Education as well as State Committees in those countries where decentralisation may be desirable. In such Committees, Government Ministries, Corporations, Industry, technical Colleges, and the Universities should be represented. As hinted earlier, the Universities should be given the responsibility for operational research, testing and honorary consultancy servicesespecially with regard to planning, costing and evaluation.

National Foundations: The World Conference of Ministries of Education on Eradication of Illiteracy has also suggested that "there could be established, in all countries, where such a step appears possible, a national foundation operating in co-operation with the Government and responsible for seeking, receiving and centralizing voluntary contributions from individuals, associations and private firms to assist the financing of literacy work."[12] You may also wish to consider this suggestion.

Various methods may be combined and various techniques may have to be used. The financial and other requirements are massive. However, I have no doubts at all that if we adopt the integrated team approach to national development planning, the necessary adequate share of resources which we must allocate to out-of-school education will be found.

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9. Ogunsheye, A., "Educating the Whole Nation", Sunday Times (Lagos, Nigeria) 22 March 1970, pp. 7 & 13.

10. Ibid.

11. See the Recommendations of the 1969 Round Table Of Bankers, Economists and Financiers (Cited in Voices of the World, published by the Institute of African Adult Education, University of Ibadan September 1970).

Also the Government of Nigeria has just passed a Decree encouraging private companies and industries to give up to 10% of their profits to educational institutions and Youth Training Organisations in the country. According to the Decree, such gifts will be tax free.

12. Cited by John Bowers in his paper on "Adult Literacy, Adult Education and Training", read at the 4th Commonwealth Education Conference, November, 1967.

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April 20th, 1971

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